

Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 INR-10 L-03

NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03 SS-20

USIA-15 SAM-01 IO-14 ACDA-19 EB-11 FAA-00 SAJ-01

NIC-01 DRC-01 CAB-09 /157 W
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FM USMISSION BERLIN

TO AMEMBASSY BONN IMMEDIATE

INFO SECSTATE WASHDC 2919

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION NATO

C O N F I D E N T I A L BERLIN 0196

E.O. 11652: GDS

TAGS: PGOV, ETRN, WB, UR

SUBJECT: SOVIET AIR SAFETY PROPOSALS

REF: BONN 1277

1. IN ORDER TO BREAK IMPASSE ON RESPONSE TO SEPTEMBER 4
SOVIET DEMARCHE, US MISSION DEVELOPED FOLLOWING SCENARIO
WHICH WAS APPROVED BY BRITISH AND FRENCH MISSIONS
JANUARY 29:

BEGIN QUOTE:

A. IF THE FRG REPRESENTATIVES IN THE BONN GROUP
FIND NO DIFFICULTY IN THE ALLIES DELAYING AN APPROACH
TO THE SOVIETS IN REGARD TO LUFTHANSA LANDINGS AT TEGEL
UNTIL SUCH TIME AS THE ALLIED CONTROLLERS HAVE RESPONDED
TO THE AIR SAFETY PROPOSALS THE SOVIET CONTROLLER
INDICATED ON SEPTEMBER 4, 1973 THAT HE WISHED TO PRESS,
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THE ALLIED CONTROLLERS WILL BE AUTHORIZED TO MAKE THE

FOLLOWING STATEMENT AS SOON AS FEASIBLE: "THE ALLIES WILL BE GLAD TO HEAR ANY FURTHER EXPLANATION OF THE POINTS MENTIONED IN YOUR STATEMENT OF SEPTEMBER 4, ALTHOUGH WE WILL BE DOING SO WITHOUT PREJUDICE TO OUR POSITION ON THESE ISSUES."

B. AT SUCH TIME AS THE ALLIED CONTROLLERS HEAR OUT THE SOVIET CONTROLLER, THEY WILL UNDERTAKE MERELY TO REPORT THE SOVIET PROPOSALS TO THEIR AUTHORITIES. THEY WOULD BE FREE, HOWEVER, TO ASK WHATEVER TECHNICAL QUESTIONS WERE NECESSARY TO CLARIFY THE SOVIET PROPOSALS, AND FACIALLY TO INDICATE A NEGATIVE RESPONSE TO ANY PROPOSAL TO RESTRICT LOCAL FLIGHTS.

C. AT THE CONCLUSION OF THE INITIAL MEETING WITH THE SOVIETS, THE ALLIED CONTROLLERS WOULD STATE: "AS WE CONSIDER THE PROPOSALS WHICH YOU HAVE JUST GIVEN US, WE REQUEST THAT YOU IN TURN GIVE FURTHER CONSIDERATION TO ESTABLISHMENT OF A COMMUNICATIONS LINK BETWEEN BARTCC AND SCHOENEFELD AS AN EMERGENCY AIR-SAFETY MEASURE."

D. AFTER A DECENT BUT BRIEF DELAY OF ABOUT ONE WEEK, THE ALLIED CONTROLLERS WOULD RESPOND TO THE SOVIET CONTROLLER IN ACCORDANCE WITH THE FOLLOWING GUIDELINES, TO BE ALTERED AS NECESSARY TO CORRESPOND TO THE PROPOSALS THE SOVIETS ACTUALLY PUT FORWARD:

(1) IN REGARD TO ANY PROPOSAL TO RESTRICT LOCAL FLIGHTS: "ANY RESTRICTIONS ON LOCAL FLYING BEYOND THOSE CONTAINED IN DIAR/P-45/71 SECOND REVISE WOULD BE AT VARIANCE WITH LONG-STANDING PROCEDURES FOR BERLIN TRAFFIC AND ACCORDINGLY WOULD NOT BE FEASIBLE."

(2) IN REGARD TO ANY PROPOSED CHANGE FOR TEMPELHOF APPROACHES:

(I) (IF THE SOVIET PROPOSAL IS LIMITED TO VOR-DME-27L): "THE ALLIES ARE PREPARED TO ALTER THE APPROACH TO VOR-DME-27L TO A BEARING OF 271 DEGREES WITHOUT PREJUDICE TO OTHER EXISTING PROCEDURES." THEY WOULD EXPLAIN THE TECHNICAL PROBLEM WHICH MAKES A SHIFT TO 270 DEGREES, AS REQUESTED BY SOVIETS, IMPOSSIBLE.
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(II) (IF FURTHER CHANGES IN APPROACHES ARE REQUESTED): THE RESPONSE WILL DEPEND UPON THE SUBSTANCE, BUT IT SEEMS LIKELY THAT THE ALLIED CONTROLLERS WOULD WISH TO RESPOND: "THE USE OF THE AIRSPACE IN QUESTION IS NECESSARY FOR THE ORDERLY, SAFE OPERATION OF TEMPELHOF AIRPORT. WE ARE ENTITLED TO USE IT UNDER THE PROVISIONS OF OUR AGREEMENT AND WE CANNOT AGREE TO THE SOVIET PROPOSAL."

(III) IN REGARD TO MANSBACH BEACON TIMES, THE
US CHIEF WOULD RESPOND: "ALTHOUGH NOT REQUIRED TO DO
SO BY THE AGREEMENT, I AM PREPARED TO CONSIDER
PASSING THE TIME OF ENTRIES INTO THE SOUTHERN CORRIDOR TO YOU
IF YOU FIND THAT YOU IN TURN ARE ABLE TO DISPENSE WITH
THE REQUIREMENTS TO PROVIDE ALTITUDE CHANGES
IN THIS CORRIDOR." END QUOTE.

2. FRENCH VERSION OF TRIPARTITE DISCUSSION OF THIS
MATTER SEPTEMBER 28 HAD IT THAT AGREEMENT WAS REACHED
IN REGARD TO D(2)(I) THAT ALLIES WERE PREPARED TO
ALTER VOR-DME-27L APPROACH OCCASIONALLY ON EXCEPTIONAL
BASIS, BUT BRITISH AND OURSELVES THOUGHT THIS MUST BE
GARBLED. IF INTENT WAS TO PROTECH OTHER
EXISTING PROCEDURES, SCENARIO LANGUAGE WOULD DO SO. ALTHOUGH
WE UNDERSTAND BRITISH IN BONN WISH TO HAVE SOME FAVORABLE
RESPONSE MADE IMMEDIATELY BY ALLIED CONTROLLER WHEN THEY HEAR
OUT SOVIETS, BRITISH AND FRENCH MISSIONS HERE AGREE WITH US
THAT IT WOULD BE BETTER TO FOLLOW ABOVE SCRIPT AND
UNDERTAKE ONLY TO REFER SUGGESTIONS TO THEIR AUTHROITIES
(PARA B).

3. WHEN BRITISH AGREED SEVERAL YEARS AGO TO PROVIDE BEACON
TIMES, THEY RECEIVED IN RETURN RELIEF FROM REQUIREMENT
TO PROVIDE ALTITUDE CHANGES ON FINAL DESCENTS, WE ARE
ASKING FOR SOMEWHAT MORE IN RETURN FOR MANSBACH TIMES
IN THAT WE ARE PROPOSING THAT NO ALTITUDE CHANGES BE
PASSED REGARDLESS OF WHERE THEY TAKE PLACE WITHIN THE
SOUTHERN CORRIDOR. WE HAVE NOTICED THAT SOVIET
CONTROLLERS DO NOT PHONE THROUGH ANY ALTITUDE CHANGE
TO KARLSHORST, SO WE DOUBT THAT OUR PROPOSAL WILL GIVE
THEM ANY GREAT PROBLEM.

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4. IF ALLIES APPROVE THIS SCENARIO, NEXT STEP AS WE
SEE IT WOULD BE TO MAKE SURE FRG HAS NO TROUBLE WITH
DELAYING LUFTHANSA-TEGEL DEMARCHE. WE COULD THEN GET
SHOW ON ROAD.KLEIN

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